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ABSTRACT

This report describes, in text and 20 tables of data, the status of student financial assistance programs in New York State in 1989-90. The report contains a complete accounting of all aid available to students enrolled in public, private nonprofit, and private for-profit postsecondary institutions in the State. The report also contains analyses of recent trends in three major aid programs--Pell Grants, Guaranteed Student Loan programs, and the State's Tuition Assistance Program. The data report on such factors as income distribution for grant recipients and loan borrowers, loan activity by type of loan, and cumulative indebtedness of New York State's full-time undergraduate Stafford borrowers. The data reported indicate that a total of \$2.9 billion in assistance went to students at public, independent nonprofit and private for-profit postsecondary institutions, nearly 2% more than in 1988-89. Of that total, 55% came from Federal programs; 17% from state funds; and 28% from institutional, private, and unspecified sources. Appendices list nine sources of information about student financial assistance in New York State, data sources, definitions, and program features. (JDD)

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1990 ANNUAL REPORT BY THE BOARD OF REGENTS TO THE GOVERNOR AND LEGISLATURE

ON STATE STUDENT FINANCIAL AID PROGRAMS

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The University of the State of New York
The State Education Department
Albany, New York 12230

**1990 ANNUAL REPORT
BY THE BOARD OF REGENTS
TO THE GOVERNOR
AND LEGISLATURE
ON
STATE STUDENT FINANCIAL AID
PROGRAMS**

The University of the State of New York
The State Education Department
Albany, New York 12230

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PRESIDENT OF THE UNIVERSITY
AND COMMISSIONER OF EDUCATION
THE NEW YORK STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12234

November 30, 1990

To the Governor and the Legislature:

As required by Section 603 of the Education Law, this report describes the current status of student financial assistance programs in New York State.

The report shows that New York's postsecondary students continued to rely on financial assistance from a vast array of State, Federal, and other sources in 1989-90. A total of \$2.9 billion in assistance went to students at public, independent nonprofit, and private for-profit postsecondary institutions, nearly 2 percent more than in 1988-89.

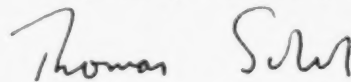
Of that total, \$1.617 billion (55 percent) came from Federal programs, down 1.3 percent from last year. Most Federal funds came from Pell Grants (\$453 million) and guaranteed loans (\$986 million). State funds provided another \$485 million (17 percent), up 7.2 percent from last year, with \$388 million from the Tuition Assistance Program. The remaining \$813 million (28 percent) came from institutional, private, and unspecified sources and was up 6 percent over last year.

Grant aid from all major sources was higher in 1989-90 than in 1988-89: TAP expenditures rose by 8.2 percent; Pell Grant expenditures rose by 5.6 percent; and grants funded by degree-granting institutions, primarily in the independent sector, rose an estimated 10 percent to \$513 million. Grants, awards, and scholarships from many smaller State programs also increased.

In contrast, statewide loan volume in the Federal Guaranteed Student Loan program dropped 5.6 percent. The Higher Education Services Corporation (HESC) estimates that it approved 20,500 fewer Stafford loans and 7,700 fewer Supplemental Loans for Students (SLS) in 1989-90 than in 1988-89. HESC reports an increase of 3,300 Parent Loans for Students (PLUS) in 1989-90, however.

Recent enhancements to TAP and the new Liberty Scholarship Program and continued support for the State's smaller student aid programs for special populations reflect New York's unparalleled commitment to reducing financial barriers to postsecondary education for all its residents. In the context of these exemplary efforts, the Regents urge you to support their proposals to strengthen the State's existing programs. The Regents also ask you to support the recommendations they will be advancing for reauthorization of the Federal Higher Education Act's student assistance programs.

Respectfully submitted,

A handwritten signature in dark ink, appearing to read "Thomas Sobol". The signature is fluid and cursive, with the first name "Thomas" and last name "Sobol" clearly distinguishable.

Thomas Sobol

CONTENTS

	Page
Introduction	1
Overview of State and Federal Student Financial Assistance Programs	6
The Tuition Assistance Program	10
The Pell Grant Program	19
The Guaranteed Student Loan Program	24
Appendices	
A: Other Sources of Information about Student Financial Assistance in New York State	35
B: Data Sources and Definitions for Table 3	37
C: TAP Program Features, 1980-81 to 1991-92	39
D: Pell Grant Program Features, 1973-74 to 1990-91	41
E: Current Features of Student Loan Programs	42

LIST OF TABLES

	Page
Table 1. Guide to New York State and Federal Student Assistance Programs in 1991-92	3
Table 2. Total Student Assistance Funds at New York State Institutions	5
Table 3. Student Assistance Funds from State and Federal Programs at New York State Institutions in 1988-89 and 1989-90	7
Table 4. Distribution of Funds from State Student Assistance Programs in 1988-89 and 1989-90	9
Table 5. Tuition Assistance Program Expenditures, 1985-86 to 1989-90	13
Table 6. Tuition Assistance Program Recipients, 1985-86 to 1989-90	14
Table 7. TAP Utilization Rates at Degree-Granting Institutions in 1988-89 and 1989-90	15
Table 8. Full-year Undergraduate TAP Recipient Rates in 1987-88 and 1988-89	16
Table 9. Income Distribution of TAP Recipients in Fall 1989 Semester	17
Table 10. First-time Undergraduate TAP Recipients in Fall 1989 Semester	18
Table 11. Pell Grant Expenditures and Recipients at New York State Institutions in 1988-89 and 1989-90	21
Table 12. New York State's Share of U.S. Pell Grant Expenditures and Recipients in 1988-89 and 1989-90	22

Table 13.	Income Distribution of New York State Resident Pell Grant Applicants for Award Year 1989-90	23
Table 14.	Total Loan Volume at New York State Institutions in 1988-89 and 1989-90	28
Table 15.	HESC Loan Activity by Loan Program at New York State Institutions from 1985-86 to 1989-90	29
Table 16.	HESC Loan Activity in the GSL/Stafford Loan Program at New York State Institutions from 1985-86 to 1989-90	30
Table 17.	HESC Loan Activity in the Supplemental Student Loan (SLS) Program at New York State Institutions from 1985-86 to 1989-90	31
Table 18.	HESC Loan Activity in the Parent Loan (PLUS) Program at New York State Institutions from 1985-86 to 1989-90	32
Table 19.	Income Distribution of Stafford Loan Borrowers at New York State Institutions in 1989-90	33
Table 20.	Cumulative Indebtedness of New York State's Full-time Undergraduate Stafford Borrowers in 1987-88 and 1988-89	34

EXECUTIVE SUMMARY AND RECOMMENDATIONS OF THE REGENTS

New York State enters the 1990s with an unparalleled commitment to providing financial assistance to support postsecondary study for all its residents. Its grant programs, including the enhanced Tuition Assistance Program, new Liberty Scholarships, and many smaller programs for special populations, are the largest in the nation; its loan guaranty agency remains fiscally sound, assuring New Yorkers access to Federal student loans; and its delivery system gets billions of dollars from a vast array of programs to several hundred thousand aid applicants each year.

In 1989-90, students at New York's public, private nonprofit, and private for-profit postsecondary institutions received 2 percent more financial assistance from all sources than they did in 1988-89. Of the \$2.9 billion awarded in 1989-90, \$1.617 billion came from Federal programs, down 1.3 percent from the year before. Another \$485 million came from State programs, up 7.2 percent. The remaining \$813 million came from institutional and other sources, a 6 percent increase. All major grant programs--TAP Awards, Pell Grants, and institutional grants--provided more funds in 1989-90 than 1988-89. In contrast, guaranteed student loan volume declined by 5.6 percent.

The Regents make three major legislative recommendations. First, the Tuition Assistance Program for graduate students should be improved by higher award limits, higher income eligibility ceilings, and higher income thresholds for maximum awards. Second, restrictive features of the Aid for Part-Time Study program should be eliminated to better serve the program's intended beneficiaries. Third, the number and size of Empire State Challenger scholarships and fellowships should be increased to help alleviate shortages of qualified teachers in the State.

INTRODUCTION

As required by Section 603 of the Education Law, this report describes the status of student financial assistance programs in New York State in 1989-90. The report contains the only complete accounting of all aid available to students enrolled in public, private nonprofit, and private for-profit postsecondary institutions in the State. The report also contains detailed analyses of recent trends in three major aid programs--the State's Tuition Assistance Program and the Federal Pell Grant and Guaranteed Student Loan programs.

The Mix of Student Financial Assistance Programs in New York

New York has a vast array of student financial assistance programs to support students enrolled at its postsecondary institutions. Among the State and Federal programs in 1989-90 were:

- over 30 State-funded and State-administered programs, the largest being the Tuition Assistance Program (TAP);
- nearly a dozen federally-supported but State-administered programs, dominated by the guaranteed loan programs for students and their parents; and
- numerous federally-funded and federally-administered programs, such as the U.S. Department of Education's Pell Grant program and campus-based programs (SEOG, College Work-Study, and Perkins Loans) and other programs administered by the Department of Veterans Affairs, the armed services, and other Federal agencies.

These State and Federal programs were supplemented by hundreds of institutionally funded programs, including those offered by the State University and City University, and countless other programs funded by public and private sources.

Table 1 is a guide to the major State and Federal student assistance programs for 1991-92. The publications listed in Appendix A of this report provide more extensive descriptions of each program in Table 1.

Recent Developments in Student Assistance Programs in New York

Noteworthy changes that occurred in New York's student assistance programs during 1989-90 include the following:

New York's students received 2 percent more aid than last year. Students at New York's public, private nonprofit, and private for-profit postsecondary institutions received more financial assistance in 1989-90 than they did in 1988-89, as shown in Table 2. Of the \$2.9 billion total in 1989-90, \$1,617 million (55 percent) came from Federal programs, down from 1988-89. Another \$485 million (17 percent) came from State expenditures. The remaining \$813 million (28 percent) came from institutional, private, and unspecified sources.

Grant aid went up. The major grant programs, including TAP Awards, Pell Grants, and institutional grants, provided more funds in 1989-90 than in 1988-89, as shown in Table 2.

Loan volume dropped. In contrast to expenditures for grants, total loan volume at the State's institutions dropped by 5.6 percent to an estimated \$986 million.

First stage of TAP enhancements phased in. The income eligibility ceiling and awards limits for first-time undergraduate recipients were raised as the first enhancements authorized by 1988 legislation were instituted.

Liberty Scholarship Program readied to start in 1991-92. Interagency preparation for the Liberty Scholarship program proceeded.

HESC reduced insurance premium charged to borrowers. All borrowers whose loans were guaranteed on or after June 1, 1990 were charged an insurance premium of 1 percent (\$10 per \$1,000) instead of 1.75 percent (\$17.50 per \$1,000), resulting in a projected annual savings to borrowers of \$6.5 million statewide.

Student borrowing was restricted by Federal statutes and regulations. Congress and the U.S. Secretary of Education imposed restrictions on Federal guaranteed student loan programs to reduce defaults and prevent abuses. These restrictions had the greatest impact on the Supplemental Loans for Students (SLS) program.

In addition, proprietary school reform legislation was passed. It amended the Education Law in ways that will have some impact on student aid programs at non-degree-granting schools in the future.

Table 1.

Guide to
New York State and Federal Student Assistance Programs
in 1991-92

PROGRAMS (in alphabetical order)	Major funding source	Aid type	Stu- dent levels	NYS residents only?	Major eligibility criteria	1990-91 award maximum
Aid for Part-time Study (APTS)	NY	GRANT	U	Y	N	NEED
Bureau of Indian Affairs Aid to Native Americans (BIA)	US	GRANT	U	N	N,P	NEED
Christa McAuliffe Fellowships	US	GRANT	G	Y	F	-
City University Financial Assistance ... for Graduate Students	NY	-	G	Y	N,A	NEED
City University Part-time Tuition Waivers	NY	GRANT	U	Y	N	NEED
City University Supplemental Tuition Assistance (CUSTA)	NY	GRANT	U	Y	N	\$200
College Discovery (CD) Program	NY	GRANT	U	Y	N,P	NEED
College Work Study Program (CWS)	US	OTHER	U,G	N	N	NEED
Collegiate Science and Technology Entry Program (CSTEP)	NY	GRANT	U,G	Y	N,P	NEED
Comprehensive Employment Program (CEP/JOBS)	US	GRANT	U	Y	N,P	-
Educational Opportunity Program (EOP)	NY	GRANT	U	Y	N,P	NEED
Empire State Scholarships of Excellence	NY	GRANT	U	Y	A	\$2,000
Health Education Assistance Loans (HEAL)	US	LOAN	G	N	N,F	\$20,000
Health Professions Student Loans (HPSL)	US	LOAN	U,G	N	N,F	\$2,500
Higher Education Opportunity Program (HEOP)	NY	GRANT	U	Y	N,P	NEED
Jacob K. Javits Fellowships	US	GRANT	G	N	A,F	\$16,000
Liberty Scholarships	NY	GRANT	U	Y	N	NEED
Mayor's Scholarship Program of the City of New York	US	GRANT	U	Y	N	\$650
Parent Loans for Students (PLUS)	US	LOAN	U,G	N		\$4,000
Patricia Roberts Harris Fellowships	US	GRANT	G	N	A,F,P	\$10,000
Paul Douglas Teacher Scholarships	US	OTHER	U	Y	A,F	\$5,000
Pell Grants	US	GRANT	U	N	N	\$2,400
Perkins Loans	US	LOAN	U,G	N	N	\$4,500
Regents Awards, Children of Deceased or Disabled Veterans	NY	GRANT	U	Y	P	\$450
Regents Awards, Children of Deceased Police Officers...	NY	GRANT	U	Y	P	\$450
Regents Awards, Children of Deceased Corrections Officers...	NY	GRANT	U	Y	P	SUNY BSC
Regents College Scholarships	NY	GRANT	U	Y	A	\$250
Regents ... Challenger Scholarships and Fellowships for Teachers	NY	OTHER	U,G	Y	A,F	\$4,000
Regents Health Care Opportunity Scholarships	NY	GRANT	G	Y	N,F,P	\$10,000
Regents Physician Loan Forgiveness Program	NY	OTHER	P	Y	F	\$10,000
Regents Professional Education in Nursing Scholarships	NY	GRANT	U	Y	A,F	\$250
Regents Professional Opportunity Scholarships	NY	GRANT	U,G	Y	N,F,P	\$5,000
Regents Scholarships in Cornell University	NY	GRANT	U	Y	A	\$1,000
Reserve Officer Training Corps (ROTC)	US	OTHER	U,G	N	A	-
Robert C. Byrd Honors Scholarships	US	GRANT	U	Y	A	\$1,500

continued...

Table 1, completed.

PROGRAMS (in alphabetical order)	Major funding source	Aid type	Stu- dent levels	NYS residents only?	Major eligibility criteria	1990-91 award maximum
Robert T. Stafford Student Loans	US	LOAN	U,G	N	N	\$7,500
Search for Elevation, Education and Knowledge (SEEK) Program	NY	GRANT	U	Y	N,P	NEED
State Health Service Corps Scholarships	NY	OTHER	U	N	A,F	\$15,000
State University Supplemental Tuition Assistance (SUSTA)	NY	GRANT	U	Y	N	\$200
SUNY Empire State Honors Scholarships	NY	GRANT	U	Y	A,P	\$6,000
SUNY Financial Assistance ... for Graduate and Prof. Students	NY	-	G	N	A,P	-
Student Aid to Native American Indians	NY	GRANT	U	Y	P	\$1,350
Supplemental Education Opportunity Grants (SEOG)	US	GRANT	U	N	N	\$4,000
Supplemental Loans for Students (SLS)	US	LOAN	U,G	N	N	\$4,000
Supplemental Tuition Assistance Program (STAP)	NY	GRANT	U	Y	N,P	\$4,125
Transit Corps of Engineers Program	NY	OTHER	U,G	N	F	TUITION
Tuition Assistance Program (TAP)	NY	GRANT	U,G	Y	N	\$4,125
Veterans Administration Educational Benefits (VA)	US	OTHER	U,G	N	P	-
Vietnam Veterans Tuition Awards (VVTA)	NY	GRANT	U	Y	P	\$2,000
Vocational Rehabilitation Grants	US	GRANT	U	Y	N,P	NEED
Worker Adjustment Act Individual Tuition Assistance Program	US	GRANT	U	Y	P	-

-- KEY TO TABLE --

AID TYPE	GRANT = GRANT/SCHOLARSHIP/FELLOWSHIP/WAIVER. LOAN = REPAYABLE LOAN. OTHER = WORK STUDY/LOAN FORGIVENESS/SERVICE OBLIGATION.	NYS RESIDENCY Y = YES. N = NO.
STUDENT LEVEL	U = UNDERGRADUATE. G = GRADUATE OR FIRST-PROFESSIONAL. P = POST-DOCTORAL.	ELIGIBILITY N = FINANCIAL NEED. A = ACADEMIC MERIT. F = FIELD OF STUDY. P = SPECIAL POPULATIONS SUCH AS VETERANS, DISLOCATED WORKERS, EDUCATIONALLY DISADVANTAGED, UNDERREPRESENTED MINORITIES.
AWARD MAXIMUM	NEED = FINANCIAL NEED DETERMINED BY FORMAL NEED ANALYSIS. SUNY BSC = SUNY STATE-OPERATED CAMPUSES' TUITION, REQUIRED FEES, ROOM AND BOARD.	

Table 2.
Total Student Assistance Funds
at New York State Institutions
in 1988-89 and 1989-90

(in millions of dollars)

	1988-89		Estimated 1989-90	
	Funds	% of total	Funds	% of total
TOTAL FUNDS	\$2,853	100%	\$2,916	100%
BY SOURCES	\$2,853	100%	\$2,916	100%
State funds	\$453	16%	\$485	17%
Federal funds	\$528	19%	\$557	19%
Leveraged by Federal programs	\$1,111	39%	\$1,061	36%
Institutional funds	\$524	18%	\$576	20%
Unspecified sources	\$237	8%	\$237	8%
BY MAJOR PROGRAMS	\$2,853	100%	\$2,916	100%
TAP (State and Federal funds)	\$359	13%	\$388	13%
Pell	\$429	15%	\$453	16%
Federal guaranteed loans	\$1,045	37%	\$986	34%
Institutional grants	\$467	16%	\$513	18%
All others	\$553	19%	\$576	20%

Federal funds are underestimated because data from some Federal programs were not available.

Funds leveraged by Federal programs include loans made by private lenders in the guaranteed loan programs, funds from institutions used to meet matching fund requirements in the campus-based programs, and funds from repaid loans in the Perkins program.

Institutionally funded assistance includes grants, scholarships, waivers, remissions, exemptions, loans, and wages reported by degree-granting institutions and neither reimbursed nor leveraged by other sources.

Aid from unspecified sources includes student assistantships from non-State sources and any other aid from unidentified sources reported by degree-granting institutions.

SOURCE: Table 3 and SED's Higher Education Data System as of 10/90.

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OVERVIEW OF STATE AND FEDERAL STUDENT FINANCIAL ASSISTANCE PROGRAMS

State and Federal programs provided 72 percent of all assistance going to New York's postsecondary students in 1989-90--a total of \$2.1 billion. A detailed accounting of these funds is shown in Table 3.

In 1989-90, more than \$485 million of State funds were used for grants, scholarships, awards, fellowships, tuition reimbursement, and College Work-Study reimbursement to institutions. State expenditures in 1989-90 were 7.2 percent higher than in 1988-89.

Another \$557 million in assistance came from Federal expenditures in 1989-90, an increase of 5.4 percent over the year before. More than 81 percent of these expenditures went to Pell Grants. The remainder supported grants, scholarships, College-Work Study wages, and Perkins Loans.

Yet another \$1,061 million in assistance came from non-Federal funds leveraged by Federal programs. These funds included institutional matching funds in the College-Work Study program that were not reimbursed by the State, funds from Perkins Loans collections, and the largest source of all aid--funds from private lenders in the Guaranteed Student Loan program. The amount of funds leveraged by Federal programs dropped 4.5 percent between 1988-89 and 1989-90 as borrowing declined in the Stafford and SLS programs.

Among State programs, the Tuition Assistance Program remained the largest by far, as shown in Table 4. It accounted for 79 cents of every State dollar spent on student aid in 1989-90. Other State programs providing more than 1 percent of all State student assistance funds included Regents College Scholarships (2.6 percent); Aid for Part-Time Study Awards (1.3 percent); undergraduate Opportunity Program grants (6.1 percent); College Work-Study Reimbursement to institutions (1.9 percent); and tuition reimbursement at the State University and City University (4.2 percent).

Table 3.
Student Assistance Funds from State and Federal Programs
at New York State Institutions
in 1988-89 and 1989-90

(in thousands of dollars)

	1988-89	Estimated 1989-90	Estimated Change (-)	Estimated Percent change
TOTAL FUNDS FROM STATE AND FEDERAL PROGRAMS	\$2,091,925	\$2,102,517	\$10,592	0.5%
STATE FUNDS	\$452,845	\$485,366	\$32,521	7.2%
GRANTS				
TAP and STAP (SSIG funds excluded)	\$352,424	\$381,920	\$29,496	8.4%
* SUSTA and CUSTA	\$2,900	\$2,650	(\$250)	-8.6%
SCHOLARSHIPS				
Regents College	\$12,748	\$12,699	(\$49)	-0.4%
Excellence	\$2,488	\$3,268	\$780	31.4%
Challenger Teaching	\$1,136	\$1,132	(\$4)	-0.4%
Nursing	\$312	\$284	(\$28)	-9.0%
Health Service Corps	\$3,187	\$3,965	\$778	24.4%
Loan Forgiveness	\$1,037	\$1,297	\$260	25.1%
Health Care Opportunity	\$1,635	\$2,007	\$372	22.8%
Professional Opportunity	\$994	\$1,415	\$421	42.4%
* SUNY Honors	\$300	\$450	\$150	50.0%
AWARDS				
Aid for Part-time Study	\$5,935	\$6,295	\$360	6.1%
Vietnam Veterans Tuition	\$643	\$603	(\$40)	-6.2%
Child of Veteran	\$261	\$261	\$0	0.0%
Child of Police, Corrections Officer, Firefighter	\$31	\$30	(\$1)	-3.2%
FELLOWSHIPS				
Lehman	\$320	\$210	(\$110)	-34.4%
Challenger Teaching	\$1,589	\$1,778	\$189	11.9%
* At SUNY and CUNY	\$5,100	\$5,120	\$20	0.4%
OTHER AID ADMINISTERED BY HESC				
Unclassified, phased out programs	\$41	\$7	(\$34)	-82.9%
OTHER PROGRAMS				
Native American Grants	\$442	\$493	\$51	11.5%
Opportunity Program Grants	\$29,712	\$29,877	\$165	0.6%
* College Work-Study and Perkins Reimbursement	\$8,703	\$9,174	\$471	5.4%
* Tuition Reimbursement at SUNY and CUNY	\$20,907	\$20,431	(\$476)	-2.3%

continued...

Table 3 completed.

	1988-89	Estimated 1989-90	Estimated Change (-)	Estimated Percent change
FEDERAL FUNDS	\$528,095	\$556,641	\$28,546	5.4%
GRANTS				
SSIG (used for TAP and STAP)	\$6,157	\$6,080	(\$77)	-1.3%
Pell Grants	\$428,713	\$452,724	\$24,011	5.6%
SEOG	\$33,295	\$37,524	\$4,229	12.7%
SCHOLARSHIPS				
Robert C. Byrd Honors	\$512	\$519	\$7	1.4%
Paul Douglas Teacher	\$1,568	\$1,127	(\$441)	-28.1%
WAGES AND UNGUARANTEED LOANS				
College-Work Study (federal share)	\$44,288	\$43,970	(\$318)	-0.7%
Perkins Loans (federal capital contribution)	\$13,562	\$14,697	\$1,135	8.4%
FUNDS LEVERAGED BY FEDERAL PROGRAMS	\$1,110,985	\$1,060,510	(\$50,475)	-4.5%
BALANCE OF CAMPUS-BASED PROGRAMS				
College Work-Study	\$2,370	\$5,483	\$3,113	131.4%
Perkins Loans	\$63,621	\$68,969	\$5,348	8.4%
LOANS GUARANTEED BY HESC				
* Stafford Loans	\$647,621	\$613,116	(\$34,505)	-5.3%
* Supplementary Loans for Students (SLS)	\$176,470	\$148,532	(\$27,938)	-15.8%
* Parent Loans (PLUS)	\$30,903	\$42,510	\$11,607	37.6%
LOANS GUARANTEED BY OTHER GUARANTY AGENCIES				
** Stafford Loans	\$134,500	\$127,400	(\$7,100)	-5.3%
** Supplementary Loans for Students (SLS)	\$40,900	\$34,400	(\$6,500)	-15.9%
** Parent Loans (PLUS)	\$14,600	\$20,100	\$5,500	37.7%

Data refer to academic years (7/1-6/30) unless asterisk appears. One asterisk (*) indicates state fiscal year periods (4/1-3/31). Two asterisks (**) indicate Federal fiscal year periods (10/1-9/30).

With the exception of Health Service Corps Scholarships, data refer to aid received by students enrolled at NYS institutions, regardless of students' state of residence.

Total federal funds are underestimated because data were not available for all Federal programs. Unaccounted funds are from programs administered by the Departments of Health and Human Services, and Veterans Affairs, and a handful of fellowship programs administered by the Department of Education.

SOURCE: SED estimates from sources listed in Appendix B.

Table 4.
Distribution of Funds from State Student Assistance Programs
in 1988-89 and 1989-90

(in thousands of dollars)

	1988-89		Estimated 1989-90	
	Funds	% of Total	Funds	% of Total
ALL STATE PROGRAMS	\$459,002	100.0%	\$491,446	100.0%
TAP and STAP (SSIG included)	\$358,581	78.1%	\$388,000	79.0%
OTHER STATE PROGRAMS	\$100,421	21.9%	\$103,446	21.0%
GRANTS				
* SUSTA and CUSTA	\$2,900	0.6%	\$2,650	0.5%
SCHOLARSHIPS				
Regents College	\$12,748	2.8%	\$12,699	2.6%
Excellence	\$2,488	0.5%	\$3,268	0.7%
Challenger Teaching	\$1,136	0.2%	\$1,132	0.2%
Nursing	\$312	0.1%	\$284	0.1%
Health Service Corps	\$3,187	0.7%	\$3,965	0.8%
Loan Forgiveness	\$1,037	0.2%	\$1,297	0.3%
Health Care Opportunity	\$1,635	0.4%	\$2,007	0.4%
Professional Opportunity	\$994	0.2%	\$1,415	0.3%
* SUNY Honors	\$300	0.1%	\$450	0.1%
AWARDS				
Aid for Part-time Study	\$5,935	1.3%	\$6,295	1.3%
Vietnam Veterans Tuition	\$643	0.1%	\$603	0.1%
Child of Veteran	\$261	0.1%	\$261	0.1%
Child of Police, Corrections Officer, Firefighter	\$31	--	\$30	--
FELLOWSHIPS				
Lehman	\$320	0.1%	\$210	--
Challenger Teaching	\$1,589	0.3%	\$1,778	0.4%
* At SUNY and CUNY	\$5,100	1.1%	\$5,120	1.0%
OTHER AID ADMINISTERED BY HESC				
Unclassified, phased out programs	\$41	--	\$7	--
OTHER PROGRAMS				
Native American Grants	\$442	0.1%	\$493	0.1%
Opportunity Program Grants	\$29,712	6.5%	\$29,877	6.1%
* College Work-Study and Perkins Reimbursement	\$8,703	1.9%	\$9,174	1.9%
* Tuition Reimbursement at SUNY and CUNY	\$20,907	4.6%	\$20,431	4.2%

-- indicates less than .1 percent.

Data refer to academic years (7/1-6/30) unless asterisk appears. One asterisk (*) indicates state fiscal year periods (4/1-3/31). Two asterisks (**) indicate federal fiscal year periods (10/1-9/30).

With the exception of Health Service Corps Scholarships, data refer to aid received by students enrolled at NYS institutions, regardless of students' state of residence.

SOURCE: Table 3.

THE TUITION ASSISTANCE PROGRAM

In 1989-90, the Tuition Assistance Program (TAP)--and its companion, the Supplemental Tuition Assistance Program (STAP)--provided a total of \$388 million to 267,000 recipients. The \$388 million was comprised of \$382 million of State funds and \$6 million of Federal State Student Incentive Grant (SSIG) funds. Total TAP and STAP spending in 1989-90 was 8 percent higher than in 1988-89, but still lower than in 1986-87, when it peaked at \$398 million.

Ninety-seven percent of all TAP funds, \$376 million, went to undergraduates in 1989-90. Only \$11 million went to post-baccalaureate recipients.

TAP program expenditures and recipients increased between 1988-89 and 1989-90 because the first program changes authorized in 1988 legislation were instituted. More applicants were eligible for TAP awards because the income eligibility ceiling for first-time undergraduate dependent recipients was raised from \$34,250 to \$42,500 of State net taxable income. Similarly, first-time undergraduate recipients received higher awards because award reduction schedules were adjusted and maximum awards were raised from \$2,850 to \$3,650 for dependents and from \$2,000 to \$2,800 for independents.

Program Expenditure Trends

Table 5 shows trends in TAP expenditures for both undergraduate and post-baccalaureate recipients. Over the period between 1985-86 and 1989-90, TAP expenditures for undergraduates increased at the State University, at independent institutions, and at degree-granting proprietary schools but decreased at City University and at non-degree schools.

In 1989-90, total undergraduate TAP expenditures were \$29.5 million higher (8 percent) than in 1988-89. Nearly 70 percent of the new funds went to independent sector recipients and another 29 percent went to degree-granting proprietary school recipients. Neither the State University nor City University students received more TAP funding of any consequence--primarily because their tuition charges remained unchanged.

TAP expenditures for post-baccalaureate students increased at all types of institutions after program changes were made in 1986-87 and have remained level since then, with slight increases at independent institutions after 1987-88.

Program Recipient Trends

Table 6 shows trends in the number of TAP recipients. Between 1985-86 and 1989-90, the total number of recipients in the State dropped 8 percent. During that period, the number of undergraduate recipients dropped 9 percent, with declines in every sector except degree-granting proprietary schools. The number of post-baccalaureate recipients increased steadily in every sector.

The higher income eligibility ceiling in 1989-90 reversed the steady decline in numbers of undergraduate TAP recipients. Although there were 1,000 fewer recipients at non-degree schools in 1989-90 than in 1988-89, degree-granting institutions had 9,295 more recipients in 1989-90. City University had 20 percent of these additional recipients; State University had 35 percent of them; the independent sector had 32 percent; and degree-granting proprietary schools had 13 percent.

TAP Utilization Rates

The TAP utilization rate is the number of full-year equivalent TAP recipients as a percentage of the potentially eligible population--New York State resident full-time students. Table 7 shows that the statewide utilization rate dropped from 49.2 to 47.1 percent between 1988-89 and 1989-90, despite TAP program enhancements. For undergraduates, utilization dropped from 51.5 to 49.0 percent, with declines in every sector except degree-granting for-profit schools. In contrast, post-baccalaureate utilization increased in every sector.

There are many possible reasons for declining undergraduate TAP utilization rates. The most likely reason is a change in the income mix of New York's full-time undergraduates. There is no available data to confirm or refute that hypothesis, however. Another reason, supported by the data in Table 8, is that an increasingly smaller share of all TAP recipients receive awards for an entire academic year. This results in smaller numbers of full-year equivalent TAP recipients--the recipient counts used to compute utilization rates. A final reason concerns data quality. The utilization rates calculated for 1988-89 and 1989-90 assume that in-state residents comprised the same fraction of full-time enrollment in Fall 1988 and 1989 that they did in Fall 1987 when residency data were last collected. With residency data for Fall 1990 enrollment being collected this year, more accurate utilization rates can be calculated for 1990-91.

Full-Year Undergraduate TAP Recipient Rates

The full-year TAP recipient rate is the percentage of all TAP recipients who receive a full-year award. For undergraduates, the statewide full-year recipient rate dropped from 73.9 percent in 1987-88 to 72.6 percent in 1988-89, continuing a downward trend. Table 8 shows that full-year recipient rates increased slightly at City University but declined in every other sector.

Income Distribution of TAP Recipients

For applicants who are State residents enrolled full-time in approved programs, TAP awards are made on the basis of family New York State net taxable balance, which is defined as net taxable income adjusted by the number of dependents enrolled full-time in postsecondary education in any state. Table 9 shows the income distribution of TAP recipients in the fall 1989 semester by level of study and New York State dependency status.

In the Fall 1989 semester, there were 36,569 independent recipients who were self-supporting, single, and without dependents. Over 90 percent of them had incomes below \$5,000.

In the same semester, there were 218,719 dependent recipients who were either: (1) dependent on parental income; or (2) self-supporting and either married or with dependents of their own. Of the 6,026 graduate dependent recipients, 50 percent had incomes below \$5,000. Of the 212,693 undergraduate recipients, 40 percent had family incomes below \$5,000.

Some sectors had higher concentrations of low income recipients than others but the differences were not dramatic. For example, undergraduate recipients with family incomes below \$20,000 comprised nearly 90 percent of the dependent recipients at City University and for-profit institutions while they comprised nearly 70 percent at the State University and independent sector institutions.

Income Distribution of First-Time Undergraduate TAP Recipients

First-time undergraduate TAP recipients in the Fall 1989 semester were the first beneficiaries of TAP program enhancements enacted in 1988. As shown in Table 10, first-time recipients comprised 40 percent of all dependent undergraduate recipients and 31 percent of all independent undergraduate recipients.

A comparison of Tables 9 and 10 shows that first-time dependent undergraduate recipients in the Fall 1989 semester tended to have higher family incomes than continuing recipients, as would be expected with a higher income eligibility ceiling. Seventeen percent of first-time recipients had family incomes over \$30,000 while only 9 percent of all recipients did.

Table 5.
Tuition Assistance Program Expenditures, 1985-86 to 1989-90

	1985-86	1986-87	1987-88	1988-89	Estimated 1989-90	Estimated 5-year % change
ANNUAL PROGRAM EXPENDITURES (IN THOUSANDS OF DOLLARS)						
GRAND TOTAL, ALL LEVELS	\$359,568	\$398,360	\$369,393	\$358,581	\$388,000	8%
UNDERGRADUATE, TOTAL	\$355,458	\$387,656	\$358,876	\$347,338	\$376,800	6%
City University, Total	\$56,685	\$55,561	\$51,484	\$49,481	\$50,300	-11%
Senior Colleges	\$32,025	\$31,541	\$29,823	\$29,062	\$29,800	-7%
Community Colleges	\$24,660	\$24,020	\$21,661	\$20,419	\$20,500	-17%
State University, Total	\$75,910	\$83,064	\$81,159	\$79,548	\$79,000	4%
State Operated	\$45,571	\$49,312	\$47,342	\$45,831	\$43,200	-5%
Community Colleges	\$30,339	\$33,752	\$33,817	\$33,717	\$35,800	18%
Independent colleges	\$154,780	\$171,196	\$159,054	\$150,673	\$171,200	11%
Other degree-granting institutions	\$28,957	\$38,560	\$36,490	\$36,442	\$45,100	56%
All other institutions	\$39,126	\$39,275	\$30,689	\$31,194	\$31,200	-20%
POST-BACCALUAREATE, TOTAL	\$4,110	\$10,704	\$10,517	\$11,243	\$11,200	173%
City University	\$362	\$912	\$832	\$824	\$800	121%
State University	\$1,513	\$3,855	\$3,886	\$4,055	\$4,000	164%
Independent colleges	\$2,235	\$5,937	\$5,799	\$6,364	\$6,400	186%

Tuition Assistance Program includes both TAP and STAP.

SOURCE: HESC/PAIS, unpublished tables based on data as of 7/31/90.

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Table 6.
Tuition Assistance Program Recipients, 1985-86 to 1989-90

	1985-86	1986-87	1987-88	1988-89	Estimated 1989-90	Estimated 5-year % change
AVERAGE ANNUAL RECIPIENTS						
GRAND TOTAL, ALL LEVELS	289,835	286,499	268,779	258,736	267,000	-8%
UNDERGRADUATE, TOTAL	279,089	274,641	257,166	246,179	254,400	-9%
City University, Total	61,158	57,172	53,455	51,102	53,000	-13%
Senior Colleges	35,640	33,413	31,780	30,723	32,100	-10%
Community Colleges	25,518	23,759	21,675	20,379	20,900	-18%
State University, Total	94,245	93,980	90,856	88,872	92,100	-2%
State Operated	54,440	55,021	53,133	51,995	51,000	-6%
Community Colleges	39,805	38,959	37,723	36,877	41,100	3%
Independent colleges	83,236	83,626	78,416	74,165	77,100	-7%
Other degree-granting institutions	16,652	16,590	15,715	15,666	16,900	1%
All other institutions	23,798	23,273	18,724	16,374	15,300	-36%
POST-BACCALAUREATE, TOTAL	10,746	11,858	11,613	12,557	12,600	17%
City University	922	1,040	943	999	1,000	8%
State University	3,924	4,194	4,259	4,461	4,400	12%
Independent colleges	5,900	6,624	6,411	7,097	7,200	22%

Average annual recipients are full-year equivalent recipients as computed by HESC.
Tuition Assistance Program includes both TAP and STAP.

SOURCE: HESC/PAIS, unpublished tables from data as of 7/31/90.

Table 7.
TAP Utilization Rates
at Degree-granting Institutions
in 1988-89 and 1989-90

	Fall full-time enrollment		Estimated NYS resident fall full-time enrollment		Academic year FYE TAP recipients		UTILIZATION RATES	
							FYE TAP recipients as percent of full-time NYS resident fall enrollment	
	'88	'89	'88	'89	'88	'89	'88	'89
DEGREE-GRANTING NEW YORK STATE, TOTAL	619,264	627,498	508,494	515,620	250,039	242,700	49.2%	47.1%
UNDERGRADUATE, TOTAL	543,323	550,483	462,890	469,473	238,434	230,041	51.5%	49.0%
City University, Total	92,989	95,946	87,831	90,625	53,455	51,266	60.9%	56.6%
Senior Colleges	61,126	63,058	56,542	58,329	31,781	30,681	56.2%	52.6%
Community Colleges	31,863	32,888	31,289	32,296	21,674	20,585	69.3%	63.7%
State University, Total	215,257	218,911	206,336	209,864	90,853	88,885	44.0%	42.4%
State Operated	130,151	129,603	124,294	123,771	53,133	51,910	42.7%	41.9%
Community Colleges	85,106	89,308	82,042	86,093	37,720	36,975	46.0%	42.9%
Independent colleges	216,209	217,386	151,779	152,605	78,394	74,195	51.7%	48.6%
Other degree-granting institutions	18,868	18,240	16,943	16,380	15,732	15,695	92.8%	95.8%
POST-BACCALAUREATE, TOTAL	75,941	77,015	45,604	46,147	11,605	12,659	25.4%	27.4%
City University	6,572	6,468	4,692	4,618	943	1,158	20.1%	25.1%
State University	17,215	16,877	11,758	11,527	4,260	4,402	36.2%	38.2%
Independent colleges	52,154	53,670	29,154	30,002	6,402	7,099	22.0%	23.7%

TAP includes both TAP and STAP. Enrollment data are for fall only. Recipient data reflect entire academic year. FYE TAP recipients are full-year equivalent TAP recipients as computed by HESC. Only degree-granting institutions are included in table. Fall 1989 NYS resident enrollments were estimated by SED using in-state enrollment rates of fall 1987.

SOURCES: SED tabulations based on data from HESC/PAIS and SED's Higher Education Data System.

Table 8.

Full-year Undergraduate TAP Recipient Rates
in 1987-88 and 1988-89

	Number of all TAP recipients /1/		Number of FYE TAP recipients /2/		FULL-YEAR RECIPIENT RATES % of all recipients getting full-year awards /3/	
	1987-88	1988-89	1987-88	1988-89	1987-88	1988-89
	-----	-----	-----	-----	-----	-----
UNDERGRADUATE, TOTAL	274,202	266,347	238,434	229,805	73.9%	72.6%
City University, Total	65,373	62,630	53,455	51,102	63.5%	63.2%
Senior Colleges	36,711	35,765	31,781	30,723	73.1%	71.8%
Community Colleges	28,662	26,865	21,674	20,379	51.2%	51.7%
State University, Total	102,590	101,697	90,853	88,872	77.1%	74.8%
State Operated	57,701	56,674	53,133	51,995	84.2%	83.5%
Community Colleges	44,889	45,023	37,720	36,877	68.1%	63.8%
Independent colleges	86,503	82,270	78,394	74,165	81.3%	80.3%
Other degree-granting institutions	19,736	19,750	15,732	15,666	59.4%	58.6%

TAP includes TAP and STAP. All figures are for academic years.

/1/ Data from HESC/PAIS to SED's Higher Education Data System as of 8/90.

/2/ Data from HESC/PAIS as of 7/90. FYE recipients are the same as average annual recipients.

/3/ Rates assume that $FYE = (FULL\ YEAR\ RECIPIENTS) + (1/2\ OF\ PART\ YEAR\ RECIPIENTS)$ and
that $ALL\ RECIPIENTS = (FULL\ YEAR\ RECIPIENTS) + (PART\ YEAR\ RECIPIENTS)$.
Rates determined algebraically by SED from data in table.

Table 9.
Income Distribution of TAP Recipients
in Fall 1989 Semester

	Undergraduate		Post-baccalaureate	
	Dependent	Independent	Dependent	Independent
NYS, Total	212,693	30,865	6,026	5,707
Under \$5,000	40%	92%	46%	97%
\$ 5 - 10,000	12%	8%	22%	3%
\$10 - 20,000	22%		32%	
\$20 - 30,000	16%			
\$30 - 40,000	8%			
Over \$40,000	1%			
City University	43,248	8,149	527	403
Under \$5,000	54%	92%	48%	97%
\$ 5 - 10,000	15%	8%	22%	3%
\$10 - 20,000	20%		30%	
\$20 - 30,000	8%			
\$30 - 40,000	3%			
Over \$40,000	0%			
State University	80,853	10,861	2,035	2,197
Under \$5,000	32%	91%	46%	97%
\$ 5 - 10,000	12%	9%	22%	3%
\$10 - 20,000	24%		33%	
\$20 - 30,000	21%			
\$30 - 40,000	11%			
Over \$40,000	1%			
Independent sector	66,823	7,712	3,422	3,073
Under \$5,000	34%	91%	46%	97%
\$ 5 - 10,000	12%	9%	22%	3%
\$10 - 20,000	23%		32%	
\$20 - 30,000	19%			
\$30 - 40,000	10%			
Over \$40,000	1%			
Other institutions	21,769	4,143	42	34
Under \$5,000	61%	92%	55%	100%
\$ 5 - 10,000	11%	8%	21%	0%
\$10 - 20,000	14%		24%	
\$20 - 30,000	8%			
\$30 - 40,000	3%			
Over \$40,000	1%			

Income is family net taxable income reported on TAP applications.
Dependent recipients are those who were dependent on parental income
or who were married or who had dependents of their own.
Independent recipients are those who were not dependent on parental
income and who were single without dependents.

SOURCE: SED tabulations of unpublished tables of 9/90 from HESC/PAIS.

Table 10.
First-time Undergraduate TAP Recipients
in Fall 1989 Semester

	Income Distribution of First-time TAP Recipients		First-time as % of all TAP Recipients	
	Dependent	Independent	Dependent	Independent
NYS, Total	85,722	9,660	40%	31%
Under \$5,000	36%	90%	36%	31%
\$ 5 - 10,000	11%	10%	35%	38%
\$10 - 20,000	20%		37%	
\$20 - 30,000	17%		41%	
\$30 - 40,000	14%		67%	
Over \$40,000	3%		100%	
City University	14,870	1,714	34%	21%
Under \$5,000	49%	89%	32%	20%
\$ 5 - 10,000	14%	11%	31%	29%
\$10 - 20,000	21%		36%	
\$20 - 30,000	10%		42%	
\$30 - 40,000	5%		65%	
Over \$40,000	1%		100%	
State University	34,908	3,267	43%	30%
Under \$5,000	26%	87%	35%	29%
\$ 5 - 10,000	10%	13%	38%	43%
\$10 - 20,000	22%		40%	
\$20 - 30,000	22%		45%	
\$30 - 40,000	17%		70%	
Over \$40,000	3%		100%	
Independent sector	23,952	2,346	36%	30%
Under \$5,000	30%	91%	31%	30%
\$ 5 - 10,000	10%	9%	30%	32%
\$10 - 20,000	20%		31%	
\$20 - 30,000	19%		35%	
\$30 - 40,000	18%		63%	
Over \$40,000	4%		100%	
Other institutions	11,992	2,333	55%	56%
Under \$5,000	63%	93%	55%	57%
\$ 5 - 10,000	11%	7%	53%	51%
\$10 - 20,000	13%		51%	
\$20 - 30,000	8%		55%	
\$30 - 40,000	5%		77%	
Over \$40,000	1%		100%	

Income is family net taxable income reported on TAP applications.
Dependent recipients are those who were dependent on parental income
or who were married or who had dependents of their own.
Independent recipients are those who were not dependent on parental
income and who were single without dependents.

SOURCE: SED tabulations of unpublished tables of 10/90 from HESC/PAIS.

THE PELL GRANT PROGRAM

The U.S. Department of Education estimates that the Pell Grant program provided nearly \$453 million in grant aid to over 313,000 students at New York's public, independent non-profit, and private for-profit postsecondary institutions in 1989-90. In that year, the maximum Pell Grant was \$2,300.

TAP recipients must be New York State residents enrolled full-time in State approved programs of study at either the undergraduate or graduate level. In contrast, Pell recipients must be undergraduates, may be residents of other states, may be half-time students, and may attend a wide range of non-credit vocational programs. As a result of these differences, Pell Grant recipients are more evenly distributed among the types of postsecondary institutions than TAP recipients. In 1989-90, for example, private for-profit schools accounted for 12 percent of TAP recipients but 25 percent of Pell recipients.

Program Expenditures

Pell Grant program expenditures in New York State exceeded \$452.7 million in 1989-90, a 5.6 percent increase over the previous year. Table 11 shows that estimated expenditures increased by 1.7 percent at public institutions, 5.3 percent at private for-profit institutions, and 12 percent at private nonprofit institutions.

Program Recipients

Table 11 also shows that there were an estimated 313,087 Pell Grant recipients in New York in 1989-90, an increase of 5.3 percent over 1988-89. Like expenditures, the numbers of recipients increased at every type of institution, with the greatest increase at private nonprofit institutions.

New York's Share of U.S. Pell Expenditures and Recipients

According to staff at the U.S. Department of Education's Pell Grant Analysis Section, each state's share of national Pell expenditures and recipients is usually fairly stable. Table 12 shows that New York's share of national totals for 1988-89 and 1989-90 did indeed remain stable. New York has slightly over 9 percent of all Pell recipients and receives approximately 9.5 percent of all Pell funds.

Income Distribution of New York State Residents Who Were Pell Grant Applicants

Pell Grant eligibility is determined by Pell Need Analysis, which takes factors such as family size, taxable and nontaxable income, offsets to income, assets, and liabilities into account.

Table 13 shows that there were 390,932 New York residents who applied for a Pell Grant in 1989-90 and were determined to be eligible for an award. Over 58 percent were financially independent and nearly 42 percent were financially dependent according to Federal definitions of dependency status--which differ substantially from State definitions.

Pell recipients are, by design, at the lowest end of the income scale. Of the 227,284 eligible independent applicants, 78 percent had family incomes under \$10,000. Of the 163,648 eligible dependent applicants, 81 percent had parents whose incomes were under \$27,000.

Table 11.
Pell Grant Expenditures and Recipients
at New York State Institutions in 1988-89 and 1989-90

	1988-89	Preliminary 1989-90	Estimated change (-)	Estimated % change
EXPENDITURES (IN THOUSANDS)				
New York State, Total	\$428,713	\$452,721	\$24,008	5.6%
Public	\$197,669	\$201,028	\$3,359	1.7%
Private, non-profit	\$125,696	\$140,720	\$15,024	12.0%
Private, for-profit	\$105,348	\$110,973	\$5,625	5.3%
RECIPIENTS				
New York State, Total	297,442	313,087	15,645	5.3%
Public	139,126	146,234	7,108	5.1%
Private, non-profit	78,593	85,724	7,131	9.1%
Private, for-profit	79,723	81,129	1,406	1.8%
SHARE OF EXPENDITURES				
New York State, Total	100.0%	100.0%		
Public	46.1%	44.4%	-1.7%	
Private, non-profit	29.3%	31.1%	1.8%	
Private, for-profit	24.6%	24.5%	-0.1%	
SHARE OF RECIPIENTS				
New York State, Total	100.0%	100.0%		
Public	46.8%	46.7%	-0.1%	
Private, non-profit	26.4%	27.4%	1.0%	
Private, for-profit	26.8%	25.9%	-0.9%	

SOURCE: U.S. Department of Education, Office of Student Financial Assistance,
as of 10/2/90.

Table 12.

New York State's Share
of U.S. Pell Grant Expenditures and Recipients
in 1988-89 and 1989-90

	1988-89	Estimated 1989-90	Estimated change
NEW YORK'S SHARE OF U.S. EXPENDITURES			
New York State, Total	9.58%	9.40%	-0.18%
Public	7.97%	7.41%	-0.57%
Private, non-profit	13.93%	14.74%	0.81%
Private, for-profit	9.63%	9.67%	0.04%
NEW YORK'S SHARE OF U.S. RECIPIENTS			
New York State, Total	9.30%	9.16%	-0.14%
Public	7.47%	7.21%	-0.26%
Private, non-profit	13.26%	13.94%	0.68%
Private, for-profit	10.73%	10.47%	-0.26%

Federal classification of institutions may not correspond exactly to New York classifications.

SOURCE: U.S. Department of Education, Office of Student Financial Assistance,
as of 10/2/90.

Table 13.
Income Distribution
of New York State Resident Pell Grant Applicants
for Award Year 1989-90

	Number	Percent of Total
Eligible applicants	390,932	100.0%
Dependent	163,648	41.9%
Independent	227,284	58.1%
Family Income of dependent applicants	163,648	100.0%
Under \$12,000	63,594	38.9%
\$12,000 - \$18,000	30,437	18.6%
\$18,000 - \$27,000	38,640	23.6%
Over \$27,000	30,977	18.9%
Family Income of independent applicants	227,284	100.0%
Under \$5,000	96,234	42.3%
\$5,000 - \$10,000	81,080	35.7%
Over \$10,000	49,970	22.0%

SOURCE: U.S. Department of Education. Unpublished report prepared for HESC on 7/26/90. Enrollment status of applicants was not reported.

THE GUARANTEED STUDENT LOAN PROGRAM

The Federal Guaranteed Student Loan (GSL) program consists of three separate programs: the highly subsidized Stafford Loan program; the less subsidized Supplemental Loans for Students program (SLS); and the unsubsidized Parent Loans for Students program (PLUS). Subsidies flow to students in the form of below-market interest rates, in-school and grace period interest payments, and deferred repayment.

Loans from these three programs can be used to support pre- and post-baccalaureate study by full-time and part-time students in either degree-credit or noncredit programs of study, including a wide range of short-time vocational programs. Financial need, as determined by Federal General Need Analysis, is required for Stafford borrowers.

An estimated \$986 million was borrowed from these three programs in 1989-90 by New York's students and their families, 5.6 percent less than in 1988-89.

The Federal Guaranteed Student Loan program is supplemented by many privately sponsored educational loan programs, some of which are listed in Appendix E. There is no source of data on the volume of borrowing by New York's students through those programs.

Data Problems

The loan programs are administered by the U.S. Department of Education in conjunction with thousands of educational providers, thousands of private lenders, 46 state guaranty agencies, and dozens of secondary lenders. A guaranty agency can be a state agency, like the Higher Education Services Corporation (HESC) in New York, or a private nonprofit organization designated by a state. Borrowers may have their loans approved by the guaranty agency in their home state, by the guaranty agency in their state of college enrollment, or by another agency used by a lender or school.

One consequence of the use of many guaranty agencies in every state is that no state has a source of information about total loan volume at its postsecondary institutions. Instead, states must rely on tabulations prepared by the U.S. Department of Education from data submitted by all the guaranty agencies in the nation. Unfortunately, Federal contractors responsible for preparing these tabulations have not delivered products that meet the Department's specifications and the Department has no internal capacity to

generate the tabulations. As a result, there is no information about total loan volume at institutions in any state for any period after Federal fiscal year 1988 (10/1/87 to 9/30/88).

Faced with these data problems, the New York State Education Department used data from many sources for prior years to make the best possible estimates of recent loan activity at New York's institutions that was handled by guaranty agencies other than HESC.

Total Loan Volume at New York's Institutions

Estimates in Table 14 shows that total loan volume dropped from \$1,045 million to \$986 million (5.6 percent) between 1988-89 and 1989-90. Loan funds approved by HESC--an estimated 82 percent of State borrowing--dropped 5.9 percent. Borrowing approved by other guaranty agencies dropped 4.3 percent.

These declines may be attributed to many factors. Federal default reduction initiatives and increased State regulatory activity led to some school closings in the proprietary sector and may have changed loan utilization at other schools and among many aid recipients. In addition, fewer aid applicants may have been able to demonstrate financial need for loans.

HESC's Loan Activity at New York's Institutions

Between State fiscal years 1985-86 and 1989-90, HESC's total loan activity declined. Total loan funds dropped .6 percent from \$808.7 to \$804.2 million and the total number of loans approved dropped 14.4 percent from 345,386 to 295,805. This five-year decline, shown in Table 15, was primarily the result of changes in Stafford eligibility that were instituted after 1986-87. It mirrors nationwide trends. By 1989-90, HESC's Stafford loan volume was \$613.1 million, down from \$750 million in 1985-86.

With fewer students eligible to borrow through the Stafford program after 1986-87, borrowing in the other two loan programs increased. There was a fourfold increase in SLS loan funds at HESC between 1985-86 and 1989-90, with a doubling between 1987-88 and 1988-89. In addition, HESC's PLUS volume nearly doubled between 1985-86 and 1989-90.

The growth in SLS borrowing was arrested last year across the nation as a result of Federal default reduction initiatives and new statutory and regulatory restrictions. At HESC, SLS volume dropped 15.8 percent between 1988-89 and 1989-90, from \$176.5 million to \$148.6 million.

In contrast to last year's drop in Stafford and SLS volume, PLUS volume at HESC increased 37.5 percent from \$30.9 to \$42.5 million.

HESC's Stafford Loan Activity in New York's Postsecondary Sectors

Table 16 shows trends in HESC's in-state GSL/Stafford loan activity for New York's postsecondary sectors. Loan funds and the number of loans dropped in every sector over the past five years and in the last year.

Table 16 also shows that HESC's in-state Stafford loan funds in 1989-90 were not evenly distributed among the sectors. Fifty-six percent went to independent sector borrowers, 23.7 percent to proprietary school borrowers, 17.9 percent to State University borrowers, and 2.3 percent to City University borrowers. This sector distribution has changed only slightly since 1985-86. Since then, independent sector borrowers consistently have accounted for the greatest share, but City and State University borrowers have accounted for steadily declining shares while proprietary school borrowers have accounted for a steadily rising share. An abrupt change occurred between 1987-88 and 1988-89 when many proprietary school borrowers shifted to HESC from another guaranty agency.

HESC's SLS Activity in New York's Postsecondary Sectors

Table 17 shows trends in HESC's in-state SLS loan activity for each sector. In contrast to GSL/Stafford activity, HESC's SLS activity picked up during the 1985-86 to 1989-90 period, nearly doubling between 1987-88 and 1988-89. This upward trend persisted last year in every sector except the proprietary school sector, where Federal default reduction initiatives and other restrictions on borrowing had their greatest impact.

Even with the recent decline in proprietary school SLS volume, that sector still accounted for nearly 50 percent of HESC's in-state SLS loan funds in 1989-90.

HESC's PLUS Activity in New York's Postsecondary Sectors

Table 18 shows trends in HESC's in-state PLUS activity for the sectors. Over the past five years, PLUS volume increased in every sector, with the greatest increases at proprietary schools. In 1989-90, PLUS loan funds were distributed primarily among borrowers at independent institutions (47.8 percent), State University (30.5 percent), and proprietary schools (23.1 percent).

Income Distribution of HESC's Stafford Loan Borrowers

HESC culled family income information from aid application forms for 226,039 Stafford borrowers in 1989-90. A distribution of those borrowers by sector of enrollment and family income is shown in Table 19. Family income refers either to parental income for dependent borrowers or student and spouse income for independent borrowers. Unfortunately, family structure distinctions cannot be made in HESC's database.

Of the 196,394 undergraduate borrowers, 73 percent reported family incomes under \$30,000, with 40 percent having incomes under \$10,000. There was a high concentration of undergraduate borrowers with family incomes below \$30,000 in every sector whether the borrowers attended two-year or four-year colleges. City University and proprietary schools had the highest proportions of their undergraduate borrowers with incomes below \$30,000 although the total number of borrowers at City University was low.

Of the 29,675 post-baccalaureate borrowers, found primarily at independent institutions, 80 percent had family incomes under \$30,000.

Cumulative Indebtedness of HESC's Stafford Borrowers

Table 20 compares the 1987-88 and 1988-89 average cumulative indebtedness of undergraduate Stafford borrowers at different stages of their educational careers. The comparison reveals that indebtedness went up for all types of borrowers.

In 1988-89, there were 74,056 borrowers who had Stafford Loans and were in their first year of study in a vocational program. These borrowers had an average cumulative debt from Stafford and SLS loans of \$5,049, a \$1,308 increase (34.9 percent) over the comparable average from the year before.

In the same year, there were 1,028 Stafford borrowers at City University and 6,555 at State University who were in their second year of study at a community college. These borrowers also had higher levels of Stafford and SLS indebtedness than their counterparts from the year before. On average, City University borrowers had \$506 more debt, up 10.8 percent; State University borrowers had \$154 more debt, up 3.4 percent.

Average indebtedness also rose among borrowers in their fourth year of study. Compared to their counterparts the year before, average indebtedness for these borrowers in 1988-89 was up by \$904 (13.0 percent) at City University; by \$198 (2.6 percent) at the State University; and by \$1,049 (11.7 percent) at independent institutions.

Table 14.

Total Loan Volume at New York State Institutions
in 1988-89 and 1989-90

	1988-89	1989-90	% Change
TOTAL LOAN VOLUME (\$ MILLIONS)	\$1,045.0	\$986.1	-5.6%
LOAN VOLUME BY GUARANTY AGENCY			
NYS Higher Education Services Corporation (HESC)	\$855.0	\$804.2	-5.9%
Others	\$190.0	\$181.9	-4.3%
PERCENT OF TOTAL BY GUARANTY AGENCY			
NYS Higher Education Services Corporation (HESC)	82%	82%	
Others	18%	18%	

Loan funds include Stafford, Supplemental Loans (SLS) and Parent Loans (PLUS). Although loan funds are listed for academic years (7/1-6/30), the actual twelve-month periods vary. HESC funds refer to state fiscal years (4/1-3/31) while funds from other guaranty agencies are for federal fiscal years (10/1-9/30).

Accurate and timely data are not available from USED. As a result, funds had to be estimated from actual data from HESC and SED's projections based on FFY88 data from USED for other guaranty agencies. Estimates assume that HEAF's FFY90 market share in NYS in each loan program was one fifth of its FFY88 market share and that the other four fifths shifted to HESC. Estimates also assume that other guaranty agencies kept a stable share of NYS's loan volume in each program between FFY88 and FFY90. These estimates for 1988-89 closely correspond to earlier estimates derived from surveys of degree-granting institutions and unpublished reports from HEAF, a private nonprofit guaranty agency that is going out of business.

SOURCE: SED estimates based on HESC/PAIS and USED data.

Table 15.

HESC Loan Activity by Loan Program
at New York State Institutions
from 1985-86 to 1989-90

	1985-86	1986-87	1987-88	1988-89	Estimated 1989-90	Estimated	
						5-year change	5-year % change
TOTAL FUNDS (IN MILLIONS)	\$808.7	\$675.8	\$711.6	\$855.0	\$804.2	(\$4.5)	-0.6%
GSL/Stafford	\$750.0	\$622.1	\$606.4	\$647.6	\$613.1	(\$136.9)	-18.3%
SLS	\$35.1	\$34.8	\$86.5	\$176.5	\$148.6	\$113.5	323.4%
PLUS	\$23.6	\$18.9	\$18.7	\$30.9	\$42.5	\$18.9	80.1%
TOTAL LOANS	345,386	287,981	277,457	320,665	295,805	(49,581)	-14.4%
GSL/Stafford	322,834	266,879	238,794	248,082	227,600	(95,234)	-29.5%
SLS	13,241	13,702	32,079	62,420	54,696	41,455	313.1%
PLUS	9,311	7,400	6,584	10,163	13,509	4,198	45.1%
PERCENT OF TOTAL FUNDS							
GSL/Stafford	92.7%	92.1%	85.2%	75.7%	76.2%	-16.5%	--
SLS	4.3%	5.1%	12.2%	20.6%	18.5%	14.1%	--
PLUS	2.9%	2.8%	2.6%	3.6%	5.3%	2.4%	--
PERCENT OF TOTAL LOANS							
GSL/Stafford	93.5%	92.7%	86.1%	77.4%	76.9%	-16.5%	--
SLS	3.8%	4.8%	11.6%	19.5%	18.5%	14.7%	--
PLUS	2.7%	2.6%	2.4%	3.2%	4.6%	1.9%	--

All data refer to state fiscal years (4/1-3/31) although they are shown for academic years.
Consolidation loans and loans to New York residents at out-of-state institutions are excluded.

SOURCE: HESC/PAIS. Data for 1985-86 and 1986-87 as of 4/87, data for 1987-88 as of 4/88,
data for 1988-89 as of 10/89, and data for 1989-90 as of 9/90.

Table 16.

HESC Loan Activity in the GSL/Stafford Loan Program
at New York State Institutions
from 1985-86 to 1989-90

	1985-86	1986-87	1987-88	1988-89	Estimated 1989-90	Estimated 5-year change
TOTAL FUNDS (\$ millions)	\$750.0	\$622.1	\$606.3	\$647.6	\$613.1	(\$136.9)
CUNY	\$62.1	\$39.8	\$22.9	\$17.0	\$14.4	(\$47.7)
SUNY	\$204.6	\$161.0	\$134.0	\$113.4	\$109.6	(\$95.0)
Independent	\$368.2	\$324.0	\$356.6	\$352.6	\$343.5	(\$24.7)
All others	\$115.1	\$97.3	\$92.8	\$164.6	\$145.6	\$30.5
TOTAL LOANS	322,834	265,879	238,794	248,082	227,600	(95,234)
CUNY	29,922	19,230	12,183	8,140	6,391	(23,531)
SUNY	100,718	79,215	67,921	58,839	54,521	(46,197)
Independent	141,690	124,596	119,817	114,706	107,823	(33,867)
All others	50,504	42,838	38,873	66,397	58,865	8,361
SHARES OF FUNDS	100.0%	100.0%	100.0%	100.0%	100.0%	
CUNY	8.3%	6.4%	3.8%	2.6%	2.3%	
SUNY	27.3%	25.9%	22.1%	17.5%	17.9%	
Independent	49.1%	52.1%	58.8%	54.4%	56.0%	
All others	15.3%	15.6%	15.3%	25.4%	23.7%	
SHARES OF LOANS	100.0%	100.0%	100.0%	100.0%	100.0%	
CUNY	9.3%	7.2%	5.1%	3.3%	2.8%	
SUNY	31.2%	29.8%	28.4%	23.7%	24.0%	
Independent	43.9%	46.9%	50.2%	46.2%	47.4%	
All others	15.6%	16.1%	16.3%	26.8%	25.9%	

All data refer to state fiscal years (4/1-3/31) although they are shown for academic years.
Consolidation loans and health loans are excluded.
HESC's classifications of institutions may not correspond exactly to classifications used
by the U.S. Department of Education and NYSED.

SOURCE: HESC/PAIS, unpublished reports compiled at end of each state fiscal year.

Table 17.

HESC Loan Activity in the Supplemental Student Loan (SLS) Program
at New York State Institutions
from 1985-86 to 1989-90

	1985-86	1986-87	1987-88	1988-89	Estimated 1989-90	Estimated 5-year change
TOTAL FUNDS (\$ millions)	\$35.1	\$34.9	\$86.5	\$176.5	\$148.6	\$113.5
CUNY	\$1.4	\$1.3	\$3.2	\$3.3	\$3.0	\$1.6
SUNY	\$6.2	\$5.8	\$10.5	\$13.5	\$15.3	\$9.1
Independent	\$26.7	\$25.7	\$38.9	\$51.7	\$56.2	\$29.5
All others	\$0.8	\$2.1	\$33.9	\$108.0	\$74.1	\$73.3
TOTAL LOANS	13,241	13,702	32,079	62,420	54,696	41,455
CUNY	604	573	1,288	1,310	1,202	598
SUNY	2,563	2,585	5,117	6,634	7,600	5,037
Independent	9,742	9,705	12,981	16,844	18,226	8,484
All others	332	839	12,693	37,632	27,668	27,336
SHARES OF FUNDS	100.0%	100.0%	100.0%	100.0%	100.0%	
CUNY	4.0%	3.7%	3.7%	1.9%	2.0%	
SUNY	17.7%	16.6%	12.1%	7.6%	10.3%	
Independent	76.1%	73.6%	45.0%	29.3%	37.8%	
All others	2.3%	6.0%	39.2%	61.2%	49.9%	
SHARES OF LOANS	100.0%	100.0%	100.0%	100.0%	100.0%	
CUNY	4.6%	4.2%	4.0%	2.1%	2.2%	
SUNY	19.4%	18.9%	16.0%	10.6%	13.9%	
Independent	73.6%	70.8%	40.5%	27.0%	33.3%	
All others	2.5%	6.1%	39.6%	60.3%	50.6%	

All data refer to state fiscal years (4/1-3/31) although they are shown for academic years.
Consolidation loans and health loans are excluded.
HESC's classifications of institutions may not correspond exactly to classifications used
by the U.S. Department of Education and NYSED.

SOURCE: HESC/PAIS, unpublished reports compiled at end of each state fiscal year.

Table 18.

HESC Loan Activity in the Parent Loan (PLUS) Program
at New York State Institutions
from 1985-86 to 1989-90

	1985-86	1986-87	1987-88	1988-89	Estimated 1989-90	Estimated 5-year change
TOTAL FUNDS (\$ millions)	\$23.6	\$18.9	\$18.7	\$31.0	\$42.5	\$18.9
CUNY	\$0.2	\$0.2	\$0.2	\$0.3	\$0.3	\$0.1
SUNY	\$8.5	\$6.7	\$6.4	\$9.7	\$12.1	\$3.6
Independent	\$13.8	\$11.0	\$10.4	\$16.0	\$20.3	\$6.5
All others	\$1.1	\$1.0	\$1.7	\$5.0	\$9.8	\$8.7
TOTAL LOANS	9,311	7,400	6,584	10,163	13,509	4,198
CUNY	117	92	99	111	128	11
SUNY	3,611	2,777	2,450	3,456	4,120	509
Independent	5,151	4,165	3,464	4,943	6,082	931
All others	432	366	571	1,653	3,179	2,747
SHARES OF FUNDS	100.0%	100.0%	100.0%	100.0%	100.0%	
CUNY	0.8%	1.1%	1.1%	1.0%	0.7%	
SUNY	36.0%	35.4%	34.2%	31.3%	28.5%	
Independent	58.5%	58.2%	55.6%	51.6%	47.8%	
All others	4.7%	5.3%	9.1%	16.1%	23.1%	
SHARES OF LOANS	100.0%	100.0%	100.0%	100.0%	100.0%	
CUNY	1.3%	1.2%	1.5%	1.1%	0.9%	
SUNY	38.8%	37.5%	37.2%	34.0%	30.5%	
Independent	55.3%	56.3%	52.6%	48.6%	45.0%	
All others	4.6%	4.9%	8.7%	16.3%	23.5%	

All data refer to state fiscal years (4/1-3/31) although they are shown for academic years.
Consolidation loans and health loans are excluded.
HESC's classifications of institutions may not correspond exactly to classifications used
by the U.S. Department of Education and NYSED.

SOURCE: HESC/PAIS, unpublished reports compiled at end of each state fiscal year.

Table 19.

Income Distribution
of Stafford Loan Borrowers
at New York State Institutions in 1989-90

	NYS, Total	CUNY	SUNY	Independent	Others
TOTAL BORROWERS	226,039	6,270	54,257	107,033	58,479
UNDERGRADUATE BORROWERS	196,364	5,446	47,736	84,703	58,479
Under \$10,000	40%	54%	32%	25%	66%
\$10-20,000	19%	25%	19%	18%	18%
\$20-30,000	14%	10%	18%	16%	8%
\$30-40,000	11%	7%	16%	13%	4%
\$40-50,000	8%	3%	10%	11%	2%
\$50-60,000	4%	1%	4%	7%	1%
Over \$60,000	4%	0%	2%	9%	1%
2-year institutions	32,364	2,678	18,748	10,938	
Under \$10,000	38%	55%	34%	40%	
\$10-20,000	21%	26%	20%	22%	
\$20-30,000	16%	9%	18%	15%	
\$30-40,000	14%	6%	16%	11%	
\$40-50,000	7%	3%	8%	8%	
\$50-60,000	2%	1%	2%	3%	
Over \$60,000	1%	0%	1%	2%	
4-year+ institutions	105,521	2,768	28,988	73,765	
Under \$10,000	25%	52%	30%	22%	
\$10-20,000	18%	23%	18%	18%	
\$20-30,000	17%	11%	18%	17%	
\$30-40,000	14%	8%	16%	13%	
\$40-50,000	11%	4%	11%	12%	
\$50-60,000	7%	1%	5%	8%	
Over \$60,000	8%	1%	3%	10%	
POST-BACCALAUREATE BORROWERS	29,675	824	6,521	22,330	
Under \$10,000	47%	52%	61%	43%	
\$10-20,000	20%	24%	17%	20%	
\$20-30,000	13%	14%	8%	15%	
\$30-40,000	7%	6%	5%	8%	
\$40-50,000	5%	2%	3%	5%	
\$50-60,000	3%	2%	2%	4%	
Over \$60,000	4%	1%	2%	5%	

Borrowing occurred in state fiscal year 1989-90.
Income refers to 1988 family federal AGI reported on loan applications.
An additional 1561 in-state loans had missing income information.

SOURCE: SED tabulations of unpublished table of 10/90 from HESC/PAIS.

Table 20.
Cumulative Indebtedness
of New York State's Full-time Undergraduate
Stafford Borrowers
in 1987-88 and 1988-89

Borrowers' Year in School	Average Indebtness from Stafford & SLS			Number of Borrowers
	1987-88	1988-89	Increase	
1st year of vocational program	\$3,741	\$5,049	\$1,308	74,056
2nd year at a community college				
City University	\$4,673	\$5,179	\$506	1,028
State University	\$4,515	\$4,669	\$154	6,555
4th year of a baccalaureate program				
City University	\$6,945	\$7,849	\$904	907
State University	\$7,475	\$7,673	\$198	8,892
Independent sector	\$8,965	\$10,014	\$1,049	17,058

Average cumulative indebtedness includes amounts borrowed through Stafford and SLS programs.

Numbers of borrowers are those used to compute averages and includes only those borrowers who had a Stafford loan in the year for which the tabulation was done.

SOURCE: SED tabulations from data of 5/10/88 and 9/14/90 from HESC/PAIS.

Appendix A.

Other Sources of Information about Student Financial Assistance in New York State

Forthcoming. Highlights of New York State Opportunity Programs, 1988-1989. Albany: New York State Education Department. A status report with information about the student assistance received by the educationally and economically disadvantaged Opportunity Program students.

Fall, 1990. Higher Education Services Corporation, Annual Report 1989-90. Albany: Higher Education Services Corporation. Highlights of HESC's activity and data tables for HESC's financial assistance and information services programs.

Summer, 1990. Report on Student Financial Aid at Degree-Granting Postsecondary Institutions in New York State, 1986-87 to 1988-89. Albany: New York State Education Department. Data tables and analyses of three-year trends in student financial assistance at New York's degree-granting colleges and universities -- the only complete accounting of aid from Federal, State, institutional and private sources. Annual series.

Spring, 1990. Undergraduate College Financing in New York State. Albany: New York State Education Department. Based on the New York State sample of the 1987 National Postsecondary Student Aid Study, a comprehensive examination of how the State's undergraduates and their families pay for their education.

Spring, 1990. Fiscal Indicators for Postsecondary Education in New York State, 1983-84 through 1987-88. Albany: New York State Education Department. Data tables and analyses of trends in institutional revenues and expenditures, including student aid. Published periodically.

January, 1990. McCord, Thomas J., Rowse, Glenwood L., and Willie-Schiff, Nancy. "Results from the New York State Augmentation of the 1986-87 National Postsecondary Student Aid Study." In Proceedings of the Sixth Annual NASSGP/NCHELP Research Network Conference, Jerry S. Davis, Editor. Brief description of New York State sample's characteristics and preliminary results about how undergraduates pay for their education.

January, 1990. A Report to the Governor and the Legislature on the Aid for Part-time Study Program: 1989. Albany: New York State Education Department. Information about the status of the Aid for Part-time Study Program (APTS) and Regents recommendations for reforms that would remove obstacles to student eligibility for the program.

Appendix A continued.

Fall, 1989. Standard Current Descriptions of State and Federal Student Financial Assistance Programs. Albany: New York State Education Department, Office of Postsecondary Policy Analysis. Descriptions of major State and Federal programs in terms of application procedures, selection of recipients, award schedules and responsibilities of recipients.

Spring, 1989. Report on College Costs and Student Financial Aid in New York. Albany: New State Education Department. Trends in costs of attendance and student aid for major groups of degree-granting institutions and results of packaging model to assess adequacy of aid for low and middle income families.

Appendix B.

Data Sources and Definitions
for Table 3.

	Sources and definitions
TOTAL FUNDS FROM STATE AND FEDERAL PROGRAMS	Sum of State, federal and leveraged funds from programs listed below.
STATE FUNDS	Sum of funds from State programs listed below.
GRANTS	
TAP and STAP (SSIG funds excluded)	HESC/PAIS.
* SUSTA and CUSTA	NYS Budget.
SCHOLARSHIPS	
Regents College Excellence	HESC/PAIS.
Challenger Teaching	HESC/PAIS.
Nursing	HESC/PAIS.
Health Service Corps	HESC/PAIS. Includes some out-of-state schools.
Loan Forgiveness	HESC/PAIS.
Health Care Opportunity	HESC/PAIS.
Professional Opportunity	HESC/PAIS.
* SUNY	NYS Budget. SUNY Empire State Honors Scholarships.
AWARDS	
Aid for Part-time Study	HESC/PAIS.
Vietnam Veterans Tuition	HESC/PAIS.
Child of Veteran	HESC/PAIS.
Child of Police, Corrections Officer, Firefighter	HESC/PAIS.
FELLOWSHIPS	
Lehman	HESC/PAIS.
Challenger Teaching	HESC/PAIS.
* At SUNY and CUNY	NYS Budget. Funds for SUNY & CUNY Graduate Fellowships.
OTHER AID ADMINISTERED BY HESC	
Unclassified, phased out programs	HESC.
OTHER PROGRAMS	
Native American Grants	SED, Bureau of Native American Education.
Opportunity Program Grants	SED, Bureau of Higher Education Opportunity Programs.
* College Work-Study Reimbursement	NYS Budget and SED, Coordinator of Institutional Aid.
	Perkins not separated from CVS reimbursement at CUNY.
* Tuition Reimbursement at SUNY and CUNY	NYS Budget.

continued...

Appendix B completed.

	Sources and definitions
FEDERAL FUNDS	Sum of funds from federal programs listed below.
GRANTS	
SSIG (used for TAP and STAP)	USED/OSFA, SSIG Section.
Pell Grants	USED/OSFA, Pell Grant Analysis Section.
SEOG	SED/OPPA estimates based on data from USED/OSFA, Campused-based Programs Analysis Section.
SCHOLARSHIPS	
Robert C. Byrd Honors	HESC/PAIS.
Paul Douglas Teacher	HESC/PAIS.
WAGES AND UNGUARANTEED LOANS	
College-Work Study (federal share)	SED/OPPA estimates based on data from USED/OSFA, Campused-based Programs Analysis Section.
Perkins Loans (federal capital contribution)	SED/OPPA estimates based on data from USED/OSFA, Campused-based Programs Analysis Section.
OTHER FUNDS LEVERAGED BY FEDERAL PROGRAMS	Sum of leveraged funds from programs listed below.
BALANCE OF CAMPUS-BASED PROGRAMS	
College Work-Study	SED/OPPA estimates based on data from USED/OSFA, Campused-based Programs Analysis Section.
Perkins Loans	SED/OPPA estimates based on data from USED/OSFA, Campused-based Programs Analysis Section.
LOANS GUARANTEED BY HESC	
* Stafford and health student loans	HESC/PAIS.
* Supplementary Loans for Students (SLS)	HESC/PAIS.
* Parent Loans (PLUS)	HESC/PAIS.
LOANS GUARANTEED BY OTHER GUARANTY AGENCIES	
** Stafford and health student loans	SED/OPPA estimates for all three programs based on FFY88 data from USED/OSFA, GSL Analysis Section and SFY89-90 data from HESC/PAIS.
** Supplementary Loans for Students (SLS)	
** Parent Loans (PLUS)	

Data reflect academic year periods unless asterisks appear. One asterisk (*) indicates state fiscal year periods (4/1-3/31). Two asterisks (**) indicate federal fiscal year periods (10/1-9/30).

All data for 1989-90 are estimates based on information that is not final.

Abbreviations:

HESC/PAIS is NYS Higher Education Services Corporation, Office of Policy Analysis and Information Support.
 SED is NYS Education Department.
 SED/OPPA is NYS Education Department, Office of Postsecondary Education Policy Analysis.
 USED/OSFA is US Department of Education, Office of Student Financial Assistance.

Appendix C.

TAP Program Features, 1980-81 to 1991-92

LEVEL OF STUDY:	Undergraduate				Post-baccalaureate	
	Dependent		Independent		Dependent	Independent
	Degree	Non-degree	Degree	Non-degree	Degree	Degree
1991-92						
MAXIMUM AWARD	\$4,125	\$2,200	\$3,400	\$1,800	\$1,200	\$1,200
MINIMUM AWARD	\$350	\$350	\$350	\$350	\$100	\$100
NTB THRESHOLD	\$8,000	\$8,000	\$3,000	\$3,000	\$2,000	\$1,000
NTB CAP	\$50,500	\$50,500	\$10,000	\$10,000	\$20,000	\$5,666
1990-91						
MAXIMUM AWARD	\$4,125	\$2,200	\$3,400	\$1,800	\$1,200	\$1,200
MINIMUM AWARD	\$350	\$350	\$350	\$350	\$100	\$100
NTB THRESHOLD	\$8,000	\$8,000	\$3,000	\$3,000	\$2,000	\$1,000
NTB CAP	\$50,500	\$50,500	\$10,000	\$10,000	\$20,000	\$5,666
1989-90						
MAXIMUM AWARD	\$3,650	\$2,200	\$2,800	\$1,800	\$1,200	\$1,200
MINIMUM AWARD	\$350	\$350	\$350	\$350	\$100	\$100
NTB THRESHOLD	\$7,500	\$7,500	\$3,000	\$3,000	\$2,000	\$1,000
NTB CAP	\$42,500	\$42,500	\$10,000	\$10,000	\$20,000	\$5,666
1988-89						
MAXIMUM AWARD	\$2,850	\$2,200	\$2,000	\$1,800	\$1,200	\$1,200
MINIMUM AWARD	\$350	\$350	\$350	\$350	\$100	\$100
NTB THRESHOLD	\$7,000	\$7,000	\$3,000	\$3,000	\$2,000	\$1,000
NTB CAP	\$34,250	\$34,250	\$10,000	\$10,000	\$20,000	\$5,666
1987-88						
MAXIMUM AWARD	\$2,850	\$2,200	\$2,000	\$1,800	\$1,200	\$1,200
MINIMUM AWARD	\$350	\$350	\$350	\$350	\$100	\$100
NTB THRESHOLD	\$6,500	\$6,500	\$3,000	\$3,000	\$2,000	\$1,000
NTB CAP	\$32,000	\$32,000	\$10,000	\$10,000	\$20,000	\$5,666
1986-87						
MAXIMUM AWARD	\$2,850	\$2,200	\$2,000	\$1,800	\$1,200	\$1,200
MINIMUM AWARD	\$350	\$350	\$350	\$350	\$100	\$100
NTB THRESHOLD	\$6,500	\$6,500	\$3,000	\$3,000	\$2,000	\$1,000
NTB CAP	\$32,000	\$32,000	\$10,000	\$10,000	\$20,000	\$5,666
1985-86						
MAXIMUM AWARD	\$2,700	\$2,200	\$1,800	\$1,800	\$600	\$600
MINIMUM AWARD	\$300	\$300	\$200	\$200	\$100	\$100
NTB THRESHOLD	\$5,000	\$5,000	\$1,000	\$1,000	\$2,000	\$1,000
NTB CAP	\$29,000	\$29,000	\$5,666	\$5,666	\$20,000	\$5,666

continued...

Appendix C, completed.

TAP Program Features, 1980-81 to 1991-92

LEVEL OF STUDY:	Undergraduate				Post-baccalaureate	
	Dependent		Independent		Dependent	Independent
	Degree	Non-degree	Degree	Non-degree	Degree	Degree
1984-85						
MAXIMUM AWARD	\$2,700	\$2,200	\$1,800	\$1,800	\$600	\$600
MINIMUM AWARD	\$300	\$300	\$200	\$200	\$100	\$100
NTB THRESHOLD	\$5,000	\$5,000	\$1,000	\$1,000	\$2,000	\$1,000
NTB CAP	\$29,000	\$29,000	\$5,666	\$5,666	\$20,000	\$5,666
1983-84						
MAXIMUM AWARD	\$2,200	\$2,200	\$1,800	\$1,800	\$600	\$600
MINIMUM AWARD	\$250	\$250	\$200	\$200	\$100	\$100
NTB THRESHOLD	\$4,000	\$4,000	\$1,000	\$1,000	\$2,000	\$1,000
NTB CAP	\$25,000	\$25,000	\$5,666	\$5,666	\$20,000	\$5,666
1982-83						
MAXIMUM AWARD	\$2,200	\$2,200	\$1,800	\$1,800	\$600	\$600
MINIMUM AWARD	\$250	\$250	\$200	\$200	\$100	\$100
NTB THRESHOLD	\$4,000	\$4,000	\$1,000	\$1,000	\$2,000	\$1,000
NTB CAP	\$25,000	\$25,000	\$5,666	\$5,666	\$20,000	\$5,666
1981-82						
MAXIMUM AWARD	\$1,800	\$1,800	\$1,800	\$1,800	\$600	\$600
MINIMUM AWARD	\$250	\$250	\$200	\$200	\$100	\$100
NTB THRESHOLD	\$2,750	\$2,750	\$1,000	\$1,000	\$2,000	\$1,000
NTB CAP	\$25,000	\$25,000	\$5,666	\$5,666	\$20,000	\$5,666
1980-1981						
MAXIMUM AWARD	\$1,800	\$1,800	\$1,800	\$1,800	\$600	\$600
MINIMUM AWARD	\$200	\$200	\$200	\$200	\$100	\$100
NTB THRESHOLD	\$2,750	\$2,750	\$1,000	\$1,000	\$2,000	\$1,000
NTB CAP	\$20,000	\$20,000	\$5,666	\$5,666	\$20,000	\$5,666

RECIPIENT STATUS for the purposes of TAP is defined by NYS law. DEPENDENT recipients include those who are financially dependent on parents, or who are married, or who have dependents. INDEPENDENT recipients are those who are single, have no dependents and are self-supporting. INSTITUTION STATUS for the purposes of TAP distinguishes between institutions with and without authority to confer degrees.

Program features for each academic year apply to first-time recipients.

A MAXIMUM AWARD goes to all applicants whose family NTB is at or below the NTB threshold.

A MINIMUM AWARD goes to all applicants whose NTB is below the NTB cap when the award reduction schedule does not result in a higher award.

For applicants whose incomes fall above the NTB threshold but below the cap, the award is reduced by a schedule of marginal reductions.

NTB is NYS net taxable balance, equal to NYS net taxable income reduced for the number of dependents engaged in full-time postsecondary study. The NTB THRESHOLD is the value at which the maximum award is subject to reduction. The NTB CAP is the value at which TAP eligibility ceases.

SOURCE: Adapted, with permission, from The State University of New York Central Administration's Office of Financial Aid Services. Updated by SED, 10/90.

Appendix D.

Pell Grant Program Features, 1973-74 to 1990-91

Award Year	Maximum qualifying SEI/SAI/PGI	Allowable college costs		Grant limits: lesser of			Payment schedule
		Minimum	Maximum	% of costs	Minimum	Maximum	
1990-91	\$2,000	\$300	\$3,800	60%	\$195	\$2,300	Reduced
1989-90	\$2,100	\$300	\$3,800	60%	\$200	\$2,300	Full
1988-89	\$2,000	\$300	\$3,799	60%	\$200	\$2,200	Full
1987-88	\$1,900	\$300	\$3,500	60%	\$200	\$2,100	Full
1986-87	\$1,500	\$300	\$3,500	60%	\$150	\$2,100	Reduced
1985-86	\$1,900	\$300	\$3,500	60%	\$200	\$2,100	Full
1984-85	\$1,700	\$400	\$3,800	50%	\$200	\$1,900	Full
1983-84	\$1,600	\$400	\$3,600	50%	200	\$1,800	Full
1982-83	\$1,600	\$400	\$3,600	50%	\$126	\$1,674	Reduced
1981-82	\$1,550	\$400	\$3,500	50%	\$120	\$1,670	Reduced
1980-81	\$1,600	\$400	\$3,600	50%	\$150	\$1,750	Reduced
1979-80	\$1,600	\$400	\$3,600	50%	\$200	\$1,800	Full
1978-79	\$1,600	\$400	\$3,200	50%	\$176	\$1,600	Full
1977-78	\$1,200	\$400	\$2,800	50%	\$200	\$1,400	Full
1976-77	\$1,200	\$400	\$2,800	50%	\$200	\$1,400	Full
1975-76	\$1,200	\$400	\$2,800	50%	\$200	\$1,400	Full
1974-75	\$1,200	\$1,500	\$2,100	50%	\$50	\$1,050	Reduced
1973-74	\$1,149	\$1,100	\$1,250	50%	\$50	\$452	Reduced

SEI/SAI/PGI are acronyms for "Student Eligibility Index," "Student Aid Index," and "Pell Grant Index," -- the student and family contribution determined by Pell Grant need analysis. Program features shown apply to full-time study.

SOURCE:

Adapted, with permission, from Thomas G. Mortenson of the American College Testing Service (ACT). Updated by SED, 10/90.

CURRENT FEATURES OF STUDENT LOAN PROGRAMS

BORROWER COSTS TYPE	PERKINS	STAFFORD (GSL)	SLS	PLUS	HEAL	NURSING STUDENT LOAN	HEALTH PROFESSIONS LOAN PGM
	Fixed	Fixed	Variable	Variable	Variable	Fixed	Fixed
RATE/INDEX	5%	8%	52 T-Bill + 3.25%	52 T-Bill + 3.25%	91 T-Bill + 3.25% max	5%	5%
ADJUSTED TERM	N/A	N/A	ANNUALLY	ANNUALLY	QUARTERLY	N/A	N/A
CURRENT RATE 10/17/90	5%	8%	11.49%	11.49%	10.88%	5%	5%
CAP	N/A	N/A	12%	12%	--	N/A	N/A
ANNUAL MIN	--	--	\$500	\$500	\$500	--	--
ANNUAL MAX	\$4,500 1st 2 YRS \$9,000 2nd 2 YRS	\$2,625 1st 2 YRS \$4,000 2nd 2 YRS	\$4,000	\$4,000	\$20,000	\$2,500 1 & 2 YR \$4,000 3 & 4 YR	Tuition + \$2,500
AGGREGATE MAX	\$9,000 Undergrad \$16,000 Total	\$17,250 Undergrad \$54,750 Total	\$20,000	\$20,000	\$80,000	\$13,000	None
STUDENT/PARENT BORROWER	S	S	S	P	S	S	S
ORIGINATION FEE	None	5%	No	No	8%	No	No
GUARANTEE/APPLICATION FEE	None	3% MAX	3% MAX	3% MAX	None	No	No
NEED BASED	Y	Y	N	N	Y	Y	<e> Y
CREDIT CRITERIA APPROVAL	N	N	Bank Option	Bank Option	<d>	N	N
CONSOLIDATION AVAIL	Y	Y	Y	Y	N	Y	Y
SCHOOL PARTICIPATION FORMAL AGREEMENT REQ	Y	Y	Y	Y	Y	N	Y
PARTICIPATION FEE	N	N	N	N	N	Y	N
REPAYMENT							
MAX REPAY PERIOD	10 YR	10 YR	10 YR	10 YR	25 YR	10 YR	10 YR
MINIMUM PAYMENT	\$30	\$50	\$50	\$50	\$50	\$15	\$15
REPAY BEGINS	9 MONTHS after 1/2 status	6 MONTHS after GRAD	60 DAYS after DISBURSE	60 DAYS after DISBURSE	9 MONTHS after GRAD	9 MONTHS after 1/2 status	12 MONTHS after 1/2 status
INTEREST ONLY PAYMENTS	N	N	Y	Y	N	N	N
PREPAYMENT PENALTY	N	N	N	N	N	N	N

- a. The Educational Resources Institute (TERI) also sponsors loans under the names Alliance, SHARE, VALUE, Success, and Universal Educational Loan, among others, which are available at particular schools.
- b. Average monthly rate as published in the Wall Street Journal.
- c. Option 1 - 45 days after disbursement.
Option 2 - Deferred Principal Payments - interest paid monthly while in school.
- d. No negative credit history allowed.
- e. Parental information required regardless of dependency status.
- f. Formerly CONCERN (school sponsored).

BORROWER COSTS TYPE	<a.> TERI	<f.> PLATO	US CHAMBER OF COMMERCE CONCERN	Family Ed (BALLEMAE) (Undergrad)	Educational Loan Pgm (Manufacturer's Handover)	Educational Loan Pgm (Manufacturer's Handover)	EXCEL (BALLEMAE) (Undergrad)	GRADDEXEL (BALLEMAE) (Grad only)
	Variable	Variable	Variable	Variable	Variable	Fixed	Variable	Variable
RATE/INDEX	Prime +2%	Commercial Paper Rate <b.> +3.85 %	Commercial Paper Rate <b.> +3.8%	\$1 T-Bill plus 4% 1st American 3.5% Bank of Am	4.5% above Prime <b.>	15.85%	M-Prime + 2% A-Prime + 3-4%	M-Prime + 2% A-Prime + 3-4%
ADJUSTED TERM	MONTHLY	MONTHLY	MONTHLY	MONTHLY	MONTHLY	N/A	Monthly/Annually	Monthly/Annually
CURRENT RATE 10/17/90	12%	11.85%	11.8%	11.80%/11.13%	14.8%	15.85%	12/13 - 14%	12/13 - 14%
CAP	--	--	--	--	25%	N/A	N/A	N/A
ANNUAL MIN	\$2,000	\$1,500	\$1,500	\$2,000	\$5,000	\$1,000	\$2,000	\$2,000
ANNUAL MAX	\$20,000	\$25,000	\$25,000	\$10,000	\$40,000	\$10,000	\$20,000	Varies
AGGREGATE MAX	\$80,000	\$100,000	\$100,000	\$40,000	\$40,000	\$40,000	\$80,000	Varies according to degree program
STUDENT/PARENT BORROWER	Both	Both	Both	P	P	P	Both	S
ORIGINATION FEE	No	4%	3.5%	3%	None	N	N	N
GUARANTEE/APPLICATION FEE	4%	\$55	\$45	None	None	None	4%	8% 5% w/co-borrower
NEED BASED	N	N	N	N	N	N	N	N
CREDIT CRITERIA APPROVAL	Y	Y	Y	Y	Y	Y	Y	Y
CONSOLIDATION AVAIL	N	N	N	N	N	N	N	N
SCHOOL PARTICIPATION FORMAL AGREEMENT REQ	N	Y	N	N	N	N	N	N
PARTICIPATION FEE	N	N	N	N	N	N	N	N
REPAYMENT								
MAX REPAY PERIOD	20 YR	15 YR	15 YR	10 YR	7 YR	120 MONTHS	20 YR	20 YR
MINIMUM PAYMENT	\$50	N/A	N/A	N/A	N/A	N/A	\$50	\$50
REPAY BEGINS	<c.> Option 1 Option 2	<c.> Option 1 Option 2 <c.>	<c.> Option 1 Option 2 <c.>	UPON GRADUATION	45 DAYS AFTER DISBURSEMENT	30 DAYS AFTER DISBURSEMENT	Option 1 <c.> Option 2 <c.>	Option 1 <c.> Option 2 <c.>
INTEREST ONLY PAYMENTS	Y	Y	Y	N	N	N	Y	Y
PREPAYMENT PENALTY	N	N	N	N	N	N	N	N

- a. The Educational Resources Institute (TERI) also sponsors loans under the names Alliance, SHARE, VALUE, Success, and Universal Educational Loan, among others, which are available at particular schools.
b. Average monthly rate as published in the Wall Street Journal
c. Option 1 - 45 days after disbursement
Option 2 - Deferred Principal Payments - interest paid monthly while in school
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State University of New York
Central Administration Office of
Financial Aid Services
October 18, 1990

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APPENDIX E COMPLETED